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ABSTRACT

This publication discusses changes in the educational system resulting from Title IX of the 1972 Education Amendments which prohibits sex discrimination in federally assisted education programs and activities. The purpose of the publication is to help people understand and support Title IX. There are nine sections. The first section examines the language of Title IX and its meaning. The economic picture is treated in the second section. It presents trends in women's family status, education, employment, and earnings which illustrate the need for Title IX. The third section discusses improvements in programs and activities including enrollment changes, student viewpoints, student activities and viewpoints of staff and parents. Discussed in section four are three areas of student life which have become more equitable since passage of Title IX--career and academic counseling, financial aid, and health services. University gains are examined in the sixth section. Changes in athletics are the topic of section seven. A summary is provided in section eight. The publication concludes with appendices including Title IX activities of national organizations, Title IX regulation, laws on sex discrimination in education and employment, sources, and NACWEP publications. (Author/RM)

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Title IX:

Fall 1981

National Advisory Council on Women's Educational Programs

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national advisory council on women's educational programs

TO THE WOMEN and MEN,
older, younger, and yet unborn,
whose lives will be enriched by continued progress
toward equality of opportunity in education,
the National Advisory Council on
Women's Educational Programs
dedicates this report.

PREFACE

In 1974 Congress declared that "educational programs in the United States... are frequently inequitable as such programs relate to women and frequently limit the full participation of all individuals in American society." Through the enactment of the Women's Educational Equity Act of 1974, Congress authorized the Department of Education to support state and local agencies, non-profit organizations, and individuals to conduct activities "to provide educational equity for women." The National Advisory Council on Women's Educational Programs was also established under the original Women's Educational Equity Act. The 20 members of the Council, 17 appointed by the President and three ex-offico members, make policy recommendations to Federal officials regarding the improvement of educational equity for women.

The Council's mandate includes not only the Women's Educational Equity Act (WEEA) program, but all Federal policies and programs affecting women's educational equity at all levels. From its inception, the Council has focused major attention on Title IX of the 1972 Education Amendments which prohibits sex discrimination in Federally assisted education programs and activities.

The past nine years have seen much progress toward the goal of Title IX, far more than is generally recognized. But many problems still remain. The position of women and girls in education today resembles the glass which is half full or half empty, depending on one's outlook. The Advisory Council believes that the American public--parents, students, educators--need to know more about the changes in the educational system resulting from this important law. We hope that this publication will contribute to understanding of and support for Title IX, which has been appropriately dubbed "A Law for All People."

Susan Margaret Vance, Chair
National Advisory Council on
Women's Educational Programs

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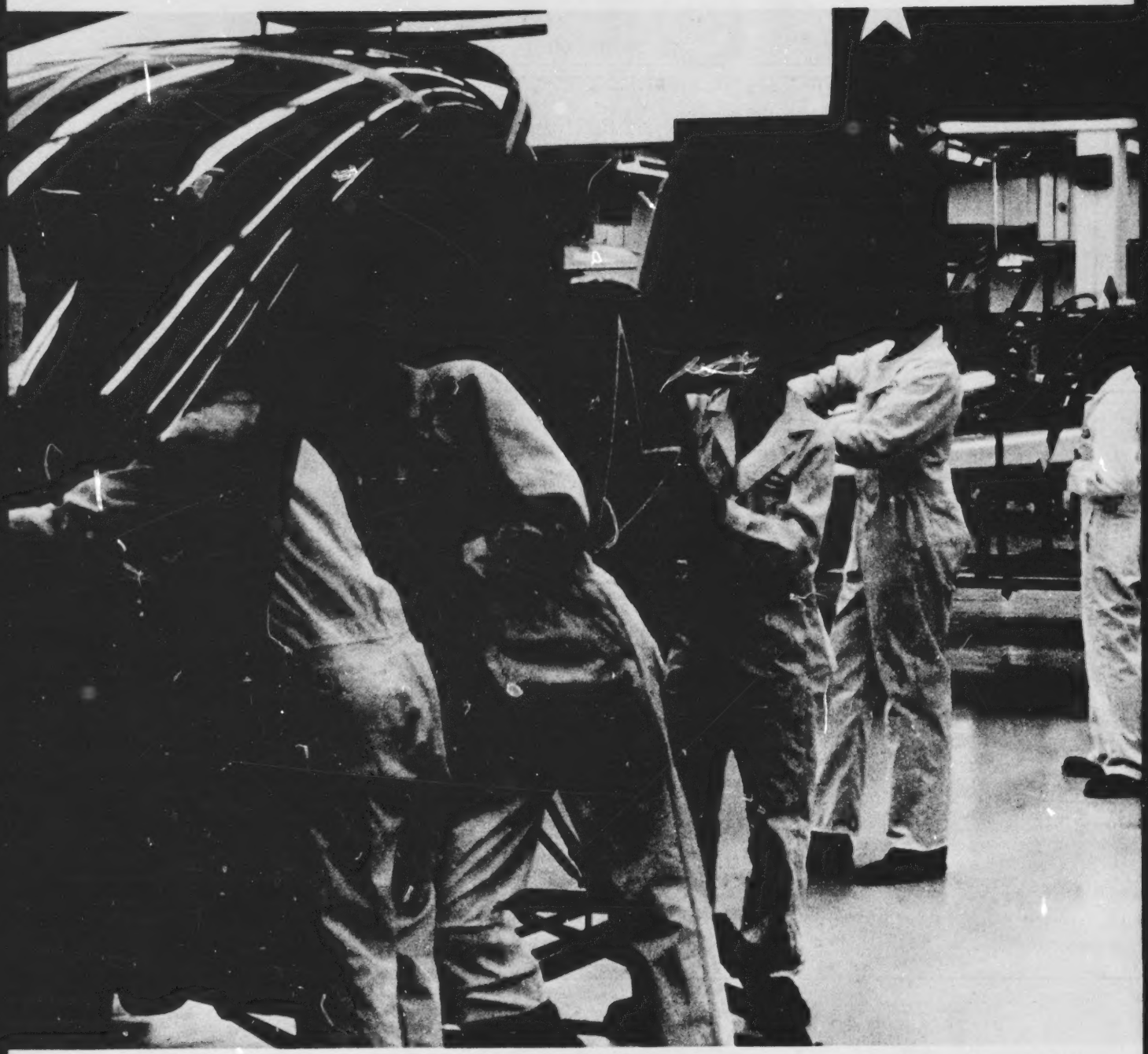

INTRODUCTION

Why Title IX?

During the 1970's, sex bias and discrimination in American schools emerged as a major public policy issue. Women, returning to the labor force in record numbers, began to reexamine their educational preparation and career prospects. In the face of a wide and persistent earnings gap between men and women, citizens and educators began to study more closely the inequities in schools and colleges. Also during this time, many advocacy groups, including the Women's Equity Action League (WEAL), filed class action charges against hundreds of colleges which had contracts with the Federal government, charging them with sex discrimination in employment. Furthermore, the President's Task Force on Women's Rights and Responsibilities issued its report in 1971 documenting the existence of sex bias in American society and recommending numerous legislative changes to ban sex discrimination in education and other areas.

In this climate, Congress passed a bill in 1972 that included the now famous Title IX, which prohibits sex discrimination in schools receiving Federal financial assistance. On July 1, the Education Amendments of 1972, including Title IX, became law.

Because of an unusually thorough process of citizen involvement across the country, the final regulation to implement Title IX was not issued by the Department of Health, Education, and Welfare and signed by President Ford until July 1975. The Department's Office for Civil Rights was assigned enforcement responsibility for Title IX.

What Does Title IX Say?

The key section of Title IX of the Education Amendments of 1972 states:

> No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance.

This brief language of the law is interpreted through a detailed regulation, which spells out the criteria for identifying and eliminating sex discrimination in education programs and activities. Because public attention has focused mainly on inequities in collegiate athletics, many people mistakenly believe that Title IX relates solely to athletics. In fact, the broad scope of the regulation provides that females and males must be offered equal opportunity in:

- admissions to most education institutions*;
- access to, and treatment in, curricular and extracurricular programs and activities sponsored by education agencies and institutions at all levels;
- treatment under regulations and policies governing student benefits, services, and conduct;
- access to employment as well as terms, conditions, and benefits of such employment in education agencies and institutions.**

* Private undergraduate institutions and public single sex institutions are exempt from this provision.

** A pending Supreme Court decision may alter coverage of employment. Legislative and regulatory changes in this coverage are also under consideration.

Title IX does not require educational institutions to provide any particular programs, facilities, or services; it simply requires that any which are offered be provided on a non-discriminatory basis to women and men alike.

Virtually all school districts and most colleges and universities receive Federal financial assistance through grants, contracts, or loans under programs ranging from school lunch subsidies to college housing construction, from grants for vocational education to graduate fellowships and other student aid. Therefore, the impact of Title IX has been felt throughout the nation at every level of education. Although implementation and enforcement have been plagued by a number of problems, such as insufficient resources for the Office for Civil Rights, ambiguous guidance on policy questions, and inadequate public understanding of the purpose and requirements of the law, Title IX is contributing to major improvements in American education.

This overview of the effects of Title IX highlights the compelling economic arguments for broader educational opportunities for women and girls. Next it looks at several major aspects of education affected by this law: enrollments in various programs, student services and activities, admissions and degrees in higher education institutions, employment of women and men in the education system, and athletics. The report combines statistics which give evidence of problems and progress with personal experiences to illustrate the human signficance of Title IX.

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WHAT IS THE ECONOMIC PICTURE?

The trends in women's family status, education, employment, and earnings illustrate the need for Title IX. These statistics and facts (most from the U.S. Department of Labor) reflect the lives to which women can look forward in the 80's and beyond.

Women are working outside the home

- Six out of ten women between the ages of 18 and 64 are currently employed outside the home.
- Women are 42% of all paid workers.
- Nine out of every ten females will work outside the home some time in their lives.
- The average woman can expect to spend nearly 30 years of her life in the work force, compared to almost 40 years for men.
- In 1980, over half of all married women were working outside the home or looking for work.
- Over half of all mothers with children under 18 years of age were working outside the home in 1979, including nearly half of the mothers with preschool children.

Women are breadwinners

- The majority of women work because of economic need. Nearly two-thirds of all women in the labor force in 1979 were single, widowed, divorced, or separated, or had husbands whose earnings were less than $10,000.

- Of all women workers, about 17% maintained a family; of black women workers, about 25% maintained a family.

- In two-parent families where the wife is a wage earner, she usually contributes 25-40% of the family income; it is frequently the wife's earnings which keep a family out of poverty. In husband-wife families in 1979, 15% were poor when the wife did not work, while only 4% were poor when she worked.

Most women are in low-paying jobs

- The average woman worker earns only about three-fifths of what a man does, even when both work full time, year round.

- Sex affects earnings more than race. Of all full time, year round workers, white men earn the most, followed by minority men, white women, and minority women.

- The median income in 1978 of full time, year round women farm workers was $2,481; private household workers, $3,705; sales workers, $8,285; and clerical workers, $9,427.

- The majority (55%) of employed women began the 1980s in traditionally low paid clerical and service occupations. Women were 80% of all clerical workers in 1979 but only 6% of skilled craft workers; and 63% of retail sales workers but only 25% of nonfarm managers and administrators.

Poverty among women and children is increasing

- Among all poor families, half were maintained by women in 1979; about three out of four poor black families were maintained by women. In 1969 only about one third of all

poor families and half of poor minority families were maintained by women.

- All other things being equal, if the proportion of the poor who are in female-headed families continues to increase at the same rate as it did from 1967 to 1977, they would comprise 100% of the poverty population by about the year 2000.

- Many poor women are displaced homemakers who have lost their sources of income because of divorce, separation, or death of their husbands. Many are middle aged with no job skills or credits toward social security benefits in their own right.

- Teenage women have an unemployment rate six times that of all women; young black women (16 to 19 years) have the highest unemployment rate of all workers, male and female.

Women need education to get better jobs

- Of the 10.8 million women at or below the poverty level in 1978, three-fifths were school dropouts.

- At all educational levels, women have higher unemployment rates than men, but women with four or more years of college have a lower unemployment rate than women with less education. The less education, the higher the unemployment; women with less than four years of high school have the highest unemployment rate of all adult women in the labor force.

- In 1979, 48% of female high school graduates were enrolled in college, compared to 38% in 1960.

- In 1979 for the first time since World War II, women college undergraduate students outnumbered men students.

- But separate figures for two and four year colleges reveal that enrollment of women exceeds that of men only in junior and community colleges.

* * * * *

Opportunities for advancement and better income will come only as women move into a broader range of jobs than they have traditionally held. Of the 441 jobs classified by the census in 1980, only 60 had significant numbers of women; all others were predominantly male. The U.S. Department of Labor projects that between 1975 and 1990 twelve million women will be added to the American labor force, bringing the total number of working women to over 48.5 million. Without the changes in education being generated by Title IX, women would continue to be poorly prepared for the world of work and segregated into low paying, traditionally female occupations. Fortunately, the growing national awareness of the increase in women's employment and the related financial inequities, in combination with Federal legislative mandates and incentives, have opened the door to substantial improvement in educational opportunities for women and girls. Many more women and girls are able to prepare for a wide range of expanding fields that offer challenge and substantial salary potential.

IMPROVEMENTS IN PROGRAMS AND ACTIVITIES

Because of Title IX, the most obvious discriminatory policies and practices in education have been revised. Girls as well as boys are benefiting from increased opportunities to explore and develop all their potential skills and abilities. Title IX covers both formal and informal aspects of schooling, including courses and extra-curricular activities. It affects students' entire educations, not merely their hours inside the classroom.

Enrollment Changes

Due in large part to Title IX, efforts to introduce males and females into courses once considered unusual for their sex are becoming more visible and more successful:

- A Washington, D.C., high school sophomore reports that she was unable to enroll in architectural drafting until it was "opened" to girls.

- In a Brighton, Michigan, middle school, all students take nine weeks of home arts and nine weeks of industrial arts.

- A male auto mechanics teacher in a vocational school in Kingstree, South Carolina, reports: "The three girls in my first year class are doing just as well as the boys."

- At a junior high school in New Hampshire, teachers have designed a course that mixes the skills taught in home economics and shop classes. Now both boys and girls sew vests, create fireplace pokers, bake pies, and work with wood.

- Lakeview Elementary School, Negaunee, Michigan, has adopted a career curriculum entitled "Bread and Butterflies" which presents various career possibilities without the limitations of sex bias.

- After the class content was revised to appeal to both boys and girls, the enrollment of boys in home economics in a Michigan school went up 60% in one year.

A look at enrollments in high school and post-high school programs for years 1972-1978 shows additional progress:

- The enrollment increase in vocational education was greater for women than for men. Women increased by 1.8 million (60% more than their enrollment in 1972), while men increased by 1.4 million (32% more than their enrollment in 1972).

- The proportion of women enrolled in predominantly male vocational education courses has increased, while their proportion in courses traditional for women has dropped.

Student Viewpoints

A high school architecture student in Washington, D.C., explained:

> I've always wanted to be an architect. But being a girl almost got in my way. When I was in the 7th grade, the teachers were against letting girls take architectural drafting. But that didn't stop me because, thanks to Title IX, I got into the class that is the start of my career. I'm learning drafting, I love it, and next year I'm taking an apprenticeship program for students who want to become architects.
>
> I think you're going to see a lot more 'women architects' because of Title IX, and I'm going to be one of them. I hope you will help young women like me achieve the careers we have always wanted. If you give us a chance, you'll find out women can learn things just as well as men. Title IX gives young women like me the chance to pursue the careers that they love.

Donna Richey of Hollywood, Florida, reported that she never liked school. When counselors at her high school suggested she look into cosmetology, practical nursing, or haircutting, she decided instead to enroll at Sheridan Vocational Center in auto body repair. Why?

> I picked this because I'm not interested in cosmetology or haircutting. If you paint a car and it comes out nice, you can sit and look at it and say you did it. I like that.

Donna finished her year and a half program with flying colors.

Mark Leigh and George Thomas are duplicating Donna's success. Both enrolled in a previously all female program, practical nursing. When asked why they enrolled, they answered:

> They told us nursing needs more men in the field. We've gotten a lot of positive reinforcement.

A male nursing student at Shelton State Community College in Tuscaloosa, Alabama, wrote:

> I've wanted to be a nurse since I was in fifth grade. All I ever saw were lady nurses and I thought to myself, maybe men could be able to be nurses too... There is one other man in the (nursing) class and there isn't very much pressure. More importantly, no one teases me... No one thinks it's funny or anything like that... I feel very confident about myself. I know that I'll work twice as hard to be as good if not better than female nurses... I hope to be a very good nurse because there will be this thing about proving myself as being as good as women nurses.

Susan Kawamorita, a California high school student, described her experiences:

> Why am I taking graphic arts? You've got to be kidding! Graphic arts isn't just a craft for guys anymore. Girls take the craft as well as guys do. In my sophomore year at John Marshall High School, I took graphic arts only because all my girlfriends did. I didn't think I'd like it at all, but to my surprise, I really did!
>
> When I transferred to Gardena High School, I wasn't sure whether to enroll in graphic arts or not, fearing that there wouldn't be any girls in the class, but it was something I enjoyed a lot so I enrolled anyway.

> Mr. Ledesma is a very nice teacher. He wants you to learn, whether you're a male or female! The guys in the class have been really cool. If any girl would like to explore graphic arts, don't wait... GO FOR IT!

A registered nurse, who is now a student at a New Orleans vocational school, said:

> I can make better pay as a carpenter than as a nurse and I really prefer working out-of-doors.

Another female student about to graduate in carpentry stated:

> I'm really glad I'm a woman in today's world. We have more choices than ever before. I think we are freer to choose what we want to do with our lives than men are.

Student Activities

Many important lessons of life are gained outside of the regular classroom environment. School sponsored extracurricular and club activities can provide young people with life skills necessary for becoming successful and productive members of society. Activities that promote self confidence, team work, negotiating skills, and leadership are as integral to individual development as reading or mathematics.

Title IX has helped to encourage both males and females to participate in club and other school activities that were once unusual for their sex. As a result of such opportunities, students today are exposed to the ever-widening range of career and life options they will find outside the classroom walls.

In West Virginia a summer science camp formerly was run for boys only. In many high schools, girls were excluded from science and math clubs. Title IX led to changes in such practices.

Debbie Dayton, the New York State President of the Vocational Industrial Clubs of America, sees their organization as

> a great help to students who are confident of themselves and their goals in nontraditional trades. If a female feels that she could benefit society by becoming a carpenter, mason, or welder, then she should have the opportunity to study this trade.

Debbie feels that the clubs could play a great role in overcoming the national problem of stereotyping people according to sex.

John E. Shuley, a Future Farmer of America (FFA) State President, has recognized that agriculture is no longer an unusual field for females.

> In our ever-progressing society, the diversified agriculture industry is beginning to overlook the barrier of sex and is providing more equal opportunities than ever before.

In 1969, the National FFA constitution was amended to allow females to become eligible for membership on the national level. Today, almost 20% of FFA members are women. Last year, a young woman was elected national vice president of the western region.

Two young men from West Virginia became "firsts" for their state's branch of Future Homemakers of America. Terry Ferrell was electd treasurer of this organization, the first male to hold an office at that level in the organization. He wrote a booklet on budget keeping which was distributed to high school seniors throughout West Virginia. Often "razzed" for belonging to the traditionally female club, Ferrell insisted:

> The whole experience has been great. I'll do what I want... I don't have to do what they say.

Odi Olvas became the first male in West Virginia to win a state Future Homemakers of America award. He produced a skit on teenage pregnancy for his school board and conducted research about kindergartners. "Since housework is not just a wife's job, but a husband's too," he felt his interest in home economics will always be handy. He hopes to be a pediatrician.

At the college level, the student divisions of some honorary professional associations such as Phi Delta Kappa, the education honorary society, formerly excluded women. Student honorary societies were frequently sex-segregated, with the women's organization requiring higher grades for admission. Restricted opportunities for belonging to such societies limited women's future professional opportunities and contacts.

Viewpoints of Staff and Parents

Even today, there are many who do not know there is a law responsible for the positive changes and achievements made in equity for both sexes in education. However, many students, parents, administrators, teachers, and community leaders throughout the country are aware of Title IX and glad it exists.

Many teachers who feared that Title IX would create discipline problems have found that the more natural coeducational settings have reduced discipline problems. For example, a junior high school industrial arts teacher explained that after the "newness" of the situation wore off, coeducational classes were more effective:

> When you have strictly all boys or all girls, I don't think the behavior and the attitude is the same. I know when I first got girls in the class, it was kind of a negative thing. As soon as the boys got a little more relaxed and they kind of got together, it was kind of positive, because I noticed there would be more competition among the boys who would try to show how much better they were, and the girls would retaliate and show they could do just as much as the boys. And so it was more of a competition in the class and more of a natural atmosphere. And when it was all boys, it seemed to be more of a rowdy class. And now that there are boys and girls mixed, it seems to run smoother.

A high school home economics teacher had a similar experience:

> I think when you have all girls or you have all males, either one, the kids are not quite as serious as when you have a mixed class. I think in a mixed class, they are conscious of each other being in the room, and

they're a bit more hesitant to act too silly, cut up too much, and I think they're more serious about th'r learning. I prefer it (coeducational home economics) a hundred percent.

A Kansas school teacher reminisced:

> If I went back to before '79..., we had boy lines and girl lines... We used to have boy bubblers (drinking fountains) and girl bubblers... If a boy would drink out of a girls' bubbler, goodness sakes! In the lunchroom, we had girls at one table and boys at another. Finally we had to figure how to get tables farther apart because of the old concept that when boys and girls are together, they'll fight and the girls will get hurt. All of a sudden we eliminated all of that. We found that instead of causing problems, it eliminates all the problems, that there is less friction between boys and girls or less play of a type that would cause some to get hurt... Nobody has to worry about it, they don't get hurt. I would say the teasing and the interplay that used to cause accidents are just about non-existent because the boys don't have a boyfriend next to them to show off to... An example of how you try to solve a problem by segregation and you find out that segregation doesn't solve a problem. You solve a problem through integration.

For Dr. Edward Whitworth, Administrator at Broken Arrow Public Schools, Broken Arrow, Oklahoma, it was simply a matter of exposure. After attending a training session on Title IX (provided by the Sex Desegregation Center of the Southwest), he provided a training program for his district's counselors and administrators. Dr. Whitworth proclaimed:

> If Title IX were adhered to, then other discrimination laws would be encompassed in the efforts because all minority groups include males and females. The movement has started and nothing can stop it.

Mel Vaara, assistant superintendent of schools in Clarkston, Michigan, expressed a similar point of view. He reports that as a result of Title IX all activities and classes are open to both sexes.

> I think we're ahead of the game. It's really not a problem at all.

School districts, too, have benefited from Title IX. In Baton Rouge, Louisiana, parents and school district staff set up a task force to advise school board members on policies concerning discrimination. Edna Jo Robert, formerly with the school system's Federal programs coordination office, sees progress:

> We have a grievance procedure that other schools call us to find out about. We have a Title IX Task Force that is actually a working group and highly visible.

As of 1976, in Stackville, Mississippi, no compliance efforts had been undertaken. Through the efforts of citizen monitors the district established a grievance procedure for sex discrimination complaints, but published it with little explanation of Title IX. As a result of a further push by monitors, more information was disseminated in another news release. A parent who monitored Title IX efforts noted another benefit:

> It is exciting to realize that individuals who care about equity and work toward that end can truly effect change. Also, a monitor's own children can benefit from the monitoring experience. My daughter, in her first year of junior high school, is becoming an effective community advocate who knows her rights, the rights of others, and stands up for what she believes.

Sumter County School District in Mississippi, as a result of citizen monitoring, developed an unusually comprehensive compliance statement. Teachers read this statement to students and posted it on school bulletin boards:

> These regulations prohibit discrimination in virtually every public school system and include Sumter County School District #2. While Title IX specifically requires non-discrimination on the basis of sex, Sumter #2 complies with all civil rights laws by offering equal opportunities for employment. Moreover, the programs and activities of the school system are offered equally to all students without regard to race, color, national origin, religion, age, physical disability, or sex.

The impact of such a regulation on daily family life is reflected in comments of two teachers. A middle school teacher in a Hispanic neighborhood remarked:

> The parents send me notes--one note I remember in particular. This one woman was in the hospital and she said, hoping it would help her son's grades, that I should know that he's been making biscuits and helping with the family meals and with the washing, and she was very pleased about that.

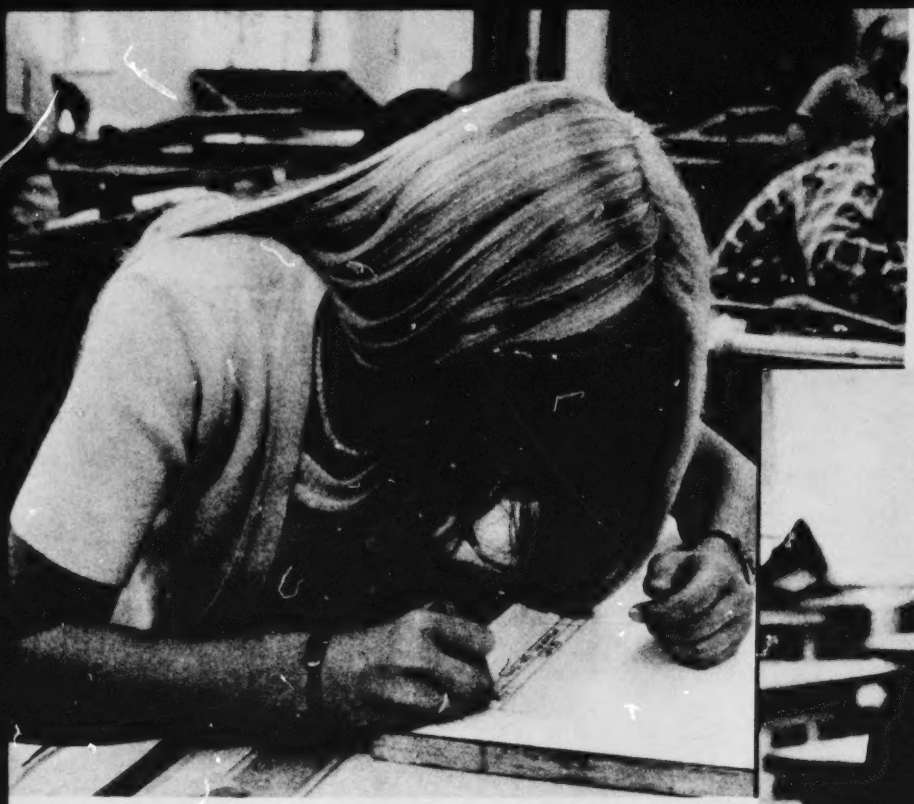
An elementary teacher noted that her own son helped out at home because, with both parents working, his help was necessary. She was pleased that he was learning homemaking skills at school.

> He cooked supper last night, you know. He cleans house, my husband cleans house and we all pitch in... My son is taking... home economics for half a semester, that's in mid-school, that's good. I'd be glad if he can sew on his own buttons and things like this.

Since many of her pupils came from single parent households or from families in which both parents worked, she felt that even elementary school children were having to assume more responsibility for running the house. Because of this, she encourages parents to have both boys and girls learn as many household skills as possible.

Bob Anderea, Director of East Central Multi-District Schools in Brookings, South Dakota, sums up this new awareness of Title IX:

> At first I was very apprehensive about the equity issue. Today I realize it's <u>people</u> going to school, learning skills together. Our students are no longer thinking boy and girl classes.



STUDENT SERVICES

Three other areas of student life which have become more equitable since passage of Title IX are career and academic counseling, financial aid, and health services.

Counseling

Career counseling has often contributed to the limited occupational aspirations of girls and boys:

- In Louisiana, a female student said her counselor (a female) had discouraged her from taking carpentry "because no girls were taking carpentry."

- An instrument widely used by counselors to assess student interests and abilities, the Strong Vocational Interest Blank, once had two versions, one pink for girls and one blue for boys. The female version contained lower paying occupations such as social worker, science teacher, and nurse; the male version contained occupations such as psychologist, scientist, and physician. Due to Title IX requirements, this has been changed.

- A recent study by the American Institute of Research reported that 25% of the women and 14% of the men in courses unusual for their sex had been advised against enrolling in such fields. Fourteen percent of the women and 8% of the men who entered traditional areas said they had thought about enrolling in nontraditional areas but had rejected the idea after they were discouraged by counselors.

Thanks to Title IX, counselors, administrators, teachers, and parents are helping to turn around some of these negative attitudes.

Brenda Goodrich, a drafting student in Lake Charles, Louisiana, credits her instructor with encouraging her:

> He has really helped me a lot to see what I can do now and later. He understands his female students can make a career based on skills learned in his class.

At Jefferson Vocational Technical School outside New Orleans an instructor who is also a union carpenter has a one-third enrollment of girls in his class. He said:

> I guess the word got out that I am interested in motivated students. Whether they are male or female isn't the point. When it's time to learn roof carpentry, we all have to climb up there and do it.

Asked about teasing by the boys, one of the girls replied:

> There really isn't any... at least none that's related to our being women... Everybody is here to learn... There's just an atmosphere of equity.

Kris Terry says her mother's influence helped her to take a radio and television course at Northwest Oakland Vocational Education Center in Michigan:

> She just convinced me I'd make a lot more money in this field and I will. I knew how the work was going and it's going electronics, so it seemed like a good field to get into for a girl.

High school students are not the only ones who need improved counseling. Many women, displaced by widowhood or divorce from their previous occupation of homemaker, are also benefiting. Katha Dean Bigby, a student at Hines Junior College in Jackson, Mississippi, stated:

> Being a displaced homemaker, I became very concerned about learning a skill in order to support myself and my family. I had always been interested in tinkering with cars but wasn't aware that women were accepted in a program like auto mechanics. However, after talking with the counselor and instructor, I discovered not only acceptance but also encouragement to enter this non-traditional field. Even though there are only two females in the program, I feel no pressure from my instructors and peers and feel comfortable in the class. I look forward to graduating and getting to work. It

> will give me the opportunity to do something I really enjoy and at the same time will provide me the financial security I need to be independent.

In a New Jersey vocational and technical high school, guidance counselors participated in occupational classes that were non-traditional for their sex in order to advise students about wider opportunties. Counselor Denise Sesko, who spent three hours in a carpentry shop, reported:

> I feel I can speak more realistically to many students about what is going on in the vocational education school--I certainly can counsel the girls to go into carpentry if they have the aptitude and interest now that I have first hand experience.

Another counselor, Jim Burke, who was placed in a health occupation course, said:

> As a result of the day's experience, I feel the jobs should be open to people of both sexes based on their interests and abilities rather than sex role stereotypes.

An administrator, Conrad Bruce, at Clarkston High School, Michigan, declared:

> I'm not saying we're perfect but we've come a long way. Career counseling, the area that needs the most work to end sex discrimination in schools, has had little attention.

Financial Aid

One of the greatest barriers to education is the lack of financial support. Practices or criteria which prevent students from obtaining financial aid present a serious obstacle to continuing education. Women were long excluded from many opportunities for financial aid through institutional practices such as:

- giving preference to men in the award of scholarships, fellowships, and loans;

- witholding financial aid from women who are married or pregnant, or have children, or restricting it to full time students;

- failing to allow for child care expenses; and

- tracking women into low paying work study jobs.

Much progress has been made in this area so crucial for women. For example, in North Dakota in 1979, when three students complained that a college was basing financial aid on marital status in violation of Title IX, the Office for Civil Rights negotiated a correction of the procedures and compensation for the students. In Colorado, a complaint that a new college policy would allocate scholarships on the basis of sex, not merit, led to cancellation of the policy. A 1980 study by the National Advisory Council on Women's Educational Programs of student financial aid distribution at three colleges found that presently there is a fairly equal distribution of aid by type and amount between males and females.

Health Services

Virtually all schools and colleges in the country provide at least some health services to their students. Many schools, especially postsecondary institutions, provide extensive health services to their students--general outpatient care, gynecological care, in-patient care, mental health care, health insurance, and sports medicine. Title IX has led to changes in this area, too.*

* It is important to note that Title IX does not require any student to use any health service which an institution might make available. Also, Title IX does not require any institution which is controlled by a religious organization to provide a service or do anything which is inconsistent with its religious tenets.

Gynecological care is a vital component of good health care for adolescent and adult women. However, although Title IX requires schools which provide full coverage health services to provide gynecological care, this important service is often lacking or deficient.

In the late 1960's when the president of a large southwestern university was urged to expand the college health service to include gynecological care, he reportedly replied indignantly: "No! We only have good girls here." He ignored the fact that even "good girls" need access to gynecological care. Today, this same institution has a different president and a complete health program for all students. Also, while the Title IX requirement for nondiscrimination does not require schools to provide birth control or family planning services or counseling, many institutions do provide these services.

Title IX also prohibits discrimination based on pregnancy. Blatant discrimination, represented by this pre-Title IX remark about a southern Maryland high school, was once quite common:

> It's just not fair. His life is set and hers is ruined. She was kicked out for being pregnant and he got all sorts of athletic honors at graduation. Everyone knows he's the father.

The biased attitudes of many school administrators about pregnant young women resulted in their unfair treatment at school. A Chicago high school student reported:

> A girl has to leave the minute her pregnancy shows. She can't come back to school, even if she gets married.

Some New Jersey high school students described their schools' practices:

> If a girl gets pregnant, she can't participate in graduation ceremonies... They (administrators) won't let pregnant students stay in school. They just kick them out.

Many middle schools and high schools continue to discriminate against pregnant students--expelling or suspending them, assigning them to special classes against their will, or excluding them from school activities or honors.

In most schools, however, the situation has improved in the past decade. Increasingly, administrators are realizing that getting a good education is especially important for a young woman who will soon have a child to support. Without it, both she and her child are likely to live in poverty and dependency. For example, a West Coast high school student observed:

> It's not a big deal. We have lots of pregnant girls who stay in school, some married and some not. The only difference is that they give pregnant girls an elevator pass, just the same as if you broke your leg.

In general, colleges have had fewer policies that discriminated against pregnant students, and they have moved more quickly than high schools to eliminate discriminatory policies and practices. Many colleges, such as Oberlin in Ohio, now allow pregnant students to remain in college and to continue to live in college dormitories. Although Title IX does not require them to do so, other colleges, from Garden City Community College in Kansas to the University of North Carolina at Chapel Hill, provide extensive prenatal care and counseling for pregnant students.

Despite the requirements of Title IX, many student health insurance policies still discriminate against pregnant students. For example, according to a study conducted by the Health Equity Project, it is not unusual for these policies to exclude pregnancy, to have a low dollar limit on pregnancy benefits, or to require an extra charge for pregnancy coverage.

WHO GETS ADMITTED?

Great gains have been made by women on the nation's campuses in the last decade. More women than ever before are going to college and obtaining degrees. Increasing numbers of women are now attending graduate and professional schools. Today, women, once confined to traditional programs of study and limited by institutional quota systems, have greater opportunities to pursue the education and career training of their choice than in past years.

University admissions policies and practices have been a common source of discrimination against women. Policies that differentiate on the basis of sex have been particularly detrimental to women seeking careers in areas unusual for their sex or further education to upgrade skills and improve their earning power.

Before Title IX, many educational institutions and programs used quotas or other systems that placed discriminatory numerical limitations on admission of females. For example:

- Policies requiring women to live in a small number of dormitories, while men could live off campus, restricted the admission of women at the University of North Carolina. Only one-fourth of the female applicants were accepted as a result, in contrast to half of the male applicants.

- In the early 70's, the New York State College of Agriculture at Cornell admitted women only if they had SAT scores 30-40 points higher than entering men.

- At one time, a male applicant to Pennsylvania State University was five times more likely to be accepted than a female.

Many of these and similar admissions practices, although not always stated as written policy, required higher standards for women applicants. The American Council on Education, in surveys

conducted from 1968 to 1972 (prior to Title IX) of more than a million college freshmen, found that 40% of the women but less than 30% of the men admitted to four year colleges had B+ or better high school grade averages. Approximately 50% of the women but only 38% of the men had graduated in the top quarter of their high school classes. Although recent data show some change in the last few years, the percentage of female applicants from the top 40% of their class who are accepted at colleges and universities remains lower than that of similar males.

Some admissions practices of the past were based on traditional attitudes about the "proper" place of women. Often women were refused admission because it was assumed that they would marry and quit school. Women applicants to doctoral programs were asked how they would combine a career with a family. At a midwestern medical school, the deans and admissions committees gave extra scrutiny to married women applicants whether they had children or not. Older women were hit particularly hard. A 35 year old woman applicant to the University of Maryland's graduate program in psychology was told:

> We don't take too many (women) in this program, particularly older ones.

Title IX has helped to eliminate the most obvious areas of sex discrimination in admissions standards. Today, there are few blatant, formal practices that exclude women from receiving an education. Men are also benefiting because they can no longer be barred from nursing schools. Although private undergraduate institutions are exempt from Title IX requirements on admissions, many such schools are nevertheless responding to the spirit of this law by opening their doors to more women.

What Has Happened to College Enrollments?

In 1979, for the first time since World War II, women college students outnumbered men students; 5.9 million of the 11.6 million undergraduates enrolled in this nation's colleges and universities were women. In four year institutions the enrollment of women rose from 43% in 1972 to 49% in 1979, while their percentage of two year institutional enrollment increased from 44% to 54%. In both types of institutions, the numbers of women enrolled has risen steadily, while the number of men students has declined somewhat since 1975. Between the years 1975 and 1985, enrollment is projected to increase 29% for women and 12% for men.

Community Colleges

More and more women are attending two year community and junior colleges. Staggering unemployment and inflation rates have forced women to reevaluate their skills and to seek out affordable two year programs that can provide them with the resources necessary for competing in the labor market. As an increasing number of women become single heads of household, they (along with all the married women who must work to help support their families) look to these institutions for training that will prepare them for well paying jobs in the work force.

The enrollment of women in two year colleges is still heavy in traditionally female programs--secretarial science, health occupations such as practical nursing, and child care aide. While most two year colleges have "open door" admissions policies, stereotyped attitudes and actions help to perpetuate the occupational segregation that leads to low wages and few upward mobility options for women.

There are subtle influences which affect women's choices of fields of study:

- The catalogs of many community colleges contain sex-biased pictures and language, frequently portraying females only as nurses, as typists or key punch operators, or in sales occupations.

- Some descriptions of student services are still biased.

- Work study programs continue to track women students into poorly paying jobs.

- Other support services such as counseling are still geared to the full time student living at home with parents.

Changes are being made, however, to meet the special needs of adult women returning to college. Many community colleges are developing innovative programs to recruit women into courses not customary for their sex, to provide counseling and services such as resume writing and job seeking techniques, and to give assistance in job placement.

Today, women are obtaining an increasing proportion of college degrees at every level.

Percentage of Degrees Earned by Women

	1971-72	1979-80
A.A.	45%	55%
B.A.	44%	49%
M.A.	41%	50%
Ph.D.	16%	30%
1st Professional	6%	25%

Bachelor's Degrees

In addition to the increasing proportion of bachelor's degrees awarded to women, another significant effect of Title IX has been the prohibition of discrimination against men and women in admission to courses and programs that have been unusual for their sex. For example, the University of Michigan did not allow women students to take a course in criminology which required working with male prisoners. The gains made in degrees awarded to women in customarily male fields between 1972 and 1979 included: agriculture (6% to 27%), business and management (10% to 31%), and law (7% to 40%). In engineering, another field traditional for men, few awards went to women but the rate of increase was great, going from 1% to 8% in the same period.

Master's Degrees

Between 1972 and 1980 there was a 22% increase in the proportion of master's degrees awarded to women. The greatest gains by women in nontraditional areas from 1972 to 1979 were in agriculture (7% to 20%), architecture (15% to 29%) and business and management (4% to 19%). On the other hand, women remained only a small proportion in the important field of engineering (2% to 6%).

Doctoral Degrees

Although women earned a smaller proportion of degrees at the doctoral level than at the bachelor's or master's level, they are making rapid progress. Between 1972 and 1980 the number of doctorates given to women increased by 83%, while the number awarded to men has been decreasing.

Although women made gains in agriculture, architecture, business and management, and engineering, the greatest number of women are

still receiving degrees in fields that have traditionally attracted the largest numbers of women, such as education and social sciences.

Professional Degrees

The proportion of women in professional schools has grown dramatically since the early 70's.

Percentage of Women Enrolled in Professional Schools

	1971-72	1980-81
Dental Schools	2%	17%
Veterinary Schools	12%	39%
Law Schools	10%	34%
Medical Schools	11%	26%

Actual numbers of women in professional schools are also rising sharply. Between 1972 and 1981 the number of women enrolled in law school, for example, rose from 9,075 to 39,728, a 337% increase. Meanwhile, total law school enrollment increased only 24%. Enrollment of women in dental school during the same period increased more than tenfold.

Percent Increase in Number of Women Enrolled in Professional Schools

	1972-1981
Dental Schools	1011%
Veterinary Schools	120%
Law Schools	337%
Medical Schools	296%

As participation of women in these programs increases, so does the number of degrees awarded to them. In 1972, for all professional fields, approximately 6% of degrees were earned by women; by 1980, this had risen to 25%. Greatest gains have been made in veterinary schools where degrees awarded to women went from 9% in 1972 to 33% in 1980, and in law schools where degrees awarded to women have increased from 7% in 1972 to 31% in 1980.

Percentage of First Professional Degrees Earned by Women

	1971-72	1979-80
Veterinary	9%	33%
Law	7%	31%
Medical	9%	23%
Dental	1%	13%

Prestigious professional schools are included among those which enrolled high percentages of women in 1978: Cornell University - veterinary medicine (46%), Harvard University - dentistry (36%), Rutgers University - law (47%), and SUNY - medicine (44%).

GAINS IN EMPLOYMENT

Nowhere is the old saying about the half full or half empty glass more true than in the question of women's employment in education. In many areas, such as administrative positions in elementary/secondary schools, senior faculty and administrative jobs in universities, comparative salaries, granting of tenure, and the conditions of employment, there are continuing wide gaps between men and women. Nevertheless, there has been much progress since passage of Title IX.

Sex discrimination in employment in the world of education is not only illegal under Title IX, but also under Title VII of the Civil Rights Act of 1964 and Executive Order 11246, which covers large Federal government contractors, including many colleges and universities. The Equal Pay Act and a variety of state anti-discrimination laws also protect women from various forms of sex discrimination in employment by educational agencies.

Employment practices which are fair to both sexes are morally justified and important for the employees themselves. But it is also important for students--who are, of course, the beneficiaries of the whole educational structure--to see women as well as men in the widest possible variety of roles. A role model can have a greater effect on students than many lectures or textbooks. If girls see women as teachers but not principals, as instructors but not tenured professors, as heading home economics departments but absent from physics or mathematics departments, as low paid coaches of female sports only, they are unlikely to expand their own career plans. Similarly, if boys see no men teaching primary grades, office skills, or nursing, they are not likely to choose these fields even when their interests and skills would be best utilized in such areas.

With legal, moral, and educational arguments against sex discrimination in employment in education, what has been the record in recent years?

Elementary and Secondary Education

Comparable statistics about numbers of women in various job categories are difficult to find. The very fact that school districts and therefore Federal agencies have not gathered such information over the years indicates that the declining proportion of women in administrative positions was not considered to be a problem. But surely a drop from 55% female elementary school principals in 1928 to under 20% in 1973 was significant both to the women who did not obtain those jobs and to the girls who grew up assuming that only men were principals while most teachers were women.

While only 13% of elementary, junior, and senior high school principals were women in 1974, there has been a small upward trend since the advent of Title IX. In 1978, 14% of principals were women. Similarly, assistant principals included 22% women in 1974 and 28% women in 1978. For the larger group of non-teaching assistant principals the figures rose from 18.5% to 22%.

The picture for women as school superintendents has been even more gloomy. In 1980, of some 16,000 district superintendents only 154 (less than 1%) were women. But compare this with the 65 female superintendents in 1974! And the upward trend continues with 169 women in this position in April 1981 and 173 anticipated for July 1981. Furthermore, women clearly are preparing themselves for such positions; the number of Ph.D.s in educational administration and supervision earned by women increased from an average of 8% over the years 1920-1952 to 28% in 1979.

Women's participation on school boards is also increasing. In 1979 27.5% of local board members were women, up from 15% in 1976. Of state board members, 30% were women, up from 20% in 1974.

Influenced by Title IX, many states are making special efforts to increase the number of women hired for administrative jobs. The New York State Education Department, for example, in cooperation with the Statewide Advisory Council on Equal Opportunity for Women, sponsors a Job Network Information Service to help local school districts recruit and promote women. The Service provides information on job vacancies to a network of women and to school officials, monitors administrative hirings, and identifies qualified women for a candidate pool which is distributed widely throughout the state.

A high-ranking New Jersey education official reported that:

> Women fill proportionately few top educational leadership positions both at the state and local levels and the number of women and minority administrators in New Jersey with the authority to make final decisions has not increased significantly in the past five years. However, the Office of Equal Educational Opportunity continues to work with local districts to improve opportunities for women and minorities in administration. These efforts are strongly supported by the state's own law requiring equal access to employment opportunities in education.

The Maine Department of Educational and Cultural Services is planning an equity conference for women seeking to enter educational leadership positions or who are presently in leadership roles.

The Illinois Superintendent of Education appointed an ad hoc Council for Women in Educational Administration to promote women in management. Now independent, this group co-sponsors with the State Board regional training sessions and statewide conferences for administrators and those aspiring to administration.

The Ford Foundation is supporting the American Association of School Administrators' Project AWARE -- Assisting Women to Advance through Resources and Encouragement. Through six regional centers, this organization works to identify women administrators, equip them with skills and strategies, and put them in touch with job openings.

The AWARE center in Arizona has held annual conferences on Helping Women Prepare for the School Principalship since 1979. Of the 90 participants in 1979 and 1980, almost one-third had been promoted by 1981. Reactions of the women who attended tell even more than the figures:

> ...I came away from the conference with tremendous enthusiasm and self confidence in my ability as a prospective school principal. I think that every talented woman in Arizona who has aspirations twoards school administration should have this type of opportunity...
>
> The women who attended left with a very strong feeling to continue to communicate with one another; and to encourage those with strong leadership qualities to improve the quality of education.
>
> I feel I owe much of the credit to the Castle Hot Springs workshop for my later receiving the position of Director of Pupil Personnel Services... I went into the interview confident and prepared from the workshop and the interview was excellent.

Higher Education

The number of women serving as chief executive officers in colleges and universities has been rising slowly but steadily since passage of Title IX. In 2,765 accredited two and four year institutions, the 1975 total of 148 rose to 219 in 1980, an increase of 48%. While members of religious orders constitute a large proportion of the total, the number of other women chief executives has risen dramatically: from 43 in 1975 to 119 in 1980. Forty-four lead institutions with enrollments of over 3,000

students. However, women head only 6% of coeducational institutions, compared to 67% of women's colleges.

In executive, administrative, and managerial positions, the proportion of women rose from 23% in 1975 to 26% in 1977. Recent data on salaries, however, show that men continue to predominate in the higher paid categories. Even when men and women are in the same job category, women on the average lag behind in salary. Similarly, faculty women's salary increases also lag behind men's and their earnings relative to men's have declined in recent years.

The number and position of full time women faculty in combined public and private institutions shows a gradual improvement, although no change occurred at the level of full professor:

Percent Women Faculty by Academic Rank

Academic rank	1974-75	1980-81
All ranks combined	24%	26%
Professors	10%	10%
Associate professors	17%	20%
Assistant professors	27%	35%
Instructors	40%	52%
Lecturers	40%	46%
Undesignated rank	33%	36%

On the important question of tenure, women lag behind men and are progressing more slowly. In 1978 48% of women faculty members were tenured; in 1981 this figure was 49.5%. For men the comparable figures were 67.5% and 70%. In other words, men are still more likely to receive tenure than women.

Complaints of Violations

Between October 1979 and June 1981, Title IX complaints filed with the Office for Civil Rights included almost 1300 issues or charges of violations. Over 37% of them (480) pertained to employment matters. By far the largest number, 11%, charged salary discrimination, followed by complaints involving recruitment or selection, 7%, and promotion or tenure, 5%. Other complaints on employment issues included assignments and transfers, fringe benefits, certification, demotions and dismissals, harassment and retaliation, and maternity leave.

HOW HAS ATHLETICS CHANGED?

Women athletes are no longer a rarity. With increasing regularity they may be found on the nation's playing fields and tracks, and in its stadiums, gymnasiums, and pools. Media attention to athletics, once confined to reporting the accomplishments of male athletes, is gradually expanding to cover the participation of women and girls in sports.

Billie Jean King, Nancy Lopez, and Cathy Rigby are but a few of the female athletes who have become stars in sports which have traditionally been open to women--tennis, golf, and gymnastics. However, women are now receiving recognition for their abilities in sports once considered the exclusive domain of men. In intercollegiate competition, for example, women are bringing honors to their institutions. At Princeton, it was the women's sailing team which won the national collegiate title four times in a row; at Yale it has been the women's crew team, not the men's, that threatens Harvard squads. Three small colleges, Delta State in Mississippi, Montclair State in New Jersey, and Old Dominion State in Virginia, were virtually unknown until their female basketball teams gained national recognition. In May 1981, Joan and Joy Hansen from the University of Arizona ranked as top all-American distance runners.

What is responsible for this sudden interest in women's sports? "The women's movement has made us look at our whole system, at our own self image," said Donna de Varona, a former Olympic gold medal swimmer. The climate that supported this reassessment also encouraged the enactment of Title IX. Since its passage, women's sports in American schools and colleges have changed dramatically.

The 1975 Title IX regulation allowed higher education institutions three years, until 1978, to comply with the provisions on athletics. Between October 1979 and June 1981, some 367 complaints

alleging discrimination in athletics were filed--over one-fourth of the total received. This is but one indication of the increased attention to women's and girl's athletics.

The record of court cases concerning athletics prior to Title IX was limited. In the 1971 case of Hollander v. Connecticut Interscholastic Athletic Conference, the judge concluded:

> (W)ith boys vying with girls in cross country running and indoor track, the challenge to win, and the glory of achievement, at least for many boys, would lose incentive and become nullified. Athletic competition builds character in our boys, we do not need that kind of character in our girls, the women of tomorrow.

The record of action in schools in response to Title IX, however, is more encouraging.

High Schools

A father who filed a complaint of sex discrimination in athletics at Glencoe High School in Gadsden, Alabama, said:

> Girls' athletics are important to me. I spent six years as a volunteer coach for the girls' basketball team. I think the county should provide a good sports program for my daughters. If participation in athletics helps build leaders of the community, and apparently it does, I want my two daughters to have that opportunity.

A high school physical education teacher remarked:

> For the first time, girls are gaining more confidence in themselves as well as getting recognition from the boys. I have heard this from both students and teachers.

According to the National Federation of State High School Associations' biennial surveys, not only the number of girls participating in interscholastic sports but also their proportion of all athletes has increased dramatically:

School Year	Percentage of Female Athletes
1970-71	7%
1972-73	17%
1974-75	24%
1976-77	23%
1978-79	32%
1980-81	35%

Before Title IX, 7% of participants in interscholastic high school sports were female. By 1981 this figure was up to 35%. From 1971 to 1981, the number of female athletes increased by 527%.

This growth in girls' participation in interscholastic athletics has been accompanied by an increasing number of schools offering basketball and outdoor track and field to girls as well as boys. Almost as many schools offered these two sports to girls as to boys in 1979 in contrast to minimal availability of these sports to girls in 1971 (Chart A, page 48).

Despite these gains, the number of girls in interscholastic sports still lags behind that of boys. This is due in part to the fact that fewer sports are offered for girls and that girls rarely participate in two of the most popular national sports--football and wrestling.*

Some schools are still preventing or discouraging girls' participation in sports by spending less money for girls' sports than boys' sports. Last year in Binghamton, New York, the girls' junior varsity volleyball team shared uniforms with the junior varsity softball team while uniform sharing was not necessary on any of the boys' teams. At another school the girls' swimming and track teams shared sweatsuits. A 1979 study of Salt Lake County, Utah, athletic budgets showed an average of $57 spent for each male athlete and only $34 per female athlete.

* Title IX does not require such contact sports to admit girls.

But such numbers do not portray the full effect of Title IX on students' lives. In Madison, Wisconsin, a girl (described as "The talk of St. Louis" at a recent game there) who starred as goalie on a winning bantam hockey team tried out for the varsity team. The coach said:

> All the problems I had anticipated have apparently been solved. The number one problem was the dressing room but she can come to practice already dressed.

A less enthusiastic opposing coach commented:

> The time has arrived when a girl, I suppose ..., can try out and make the squad if she's talented enough.

Alice Wageman, who coaches boys' cross-country in Perth Amboy, New Jersey, applied for her job in May when the former coach stepped down. She had eight years of experience and was finally hired the day before the boys' first meet last fall.

> I felt as if the administration was waiting for a man to apply for the job. The boys didn't seem to care. Twenty are on the team this year; last year there were only six.

Although inequalities still exist, the gap has narrowed. Parents, administrators, teachers, and students have been encouraged by the progress that has been made. Robert R. Luby, health and physical education director for 22 high schools in Detroit, says:

> It's been surprisingly easy. It's a much more natural reflection of life.

One Nebraska parent reports:

> As a parent I had my doubts about integrating physical education. But the school was careful to explain what (and why) they were integrating, and I went along, rather reluctantly. I noticed a change in my kids once the integrated classes were underway. My daughter was more comfortable in mixed groups. My son began to look at girls as possible real friends instead of potential conquests. In other words, my kids became more mature in the way they viewed themselves and others around them. They were so comfortable and less nervous and stilted with their male or female peers. It happened so fast - Title IX did make a difference to me and my kids. I WANT this district to comply with Title IX. It only makes sense and it's for my kids.

Happily, boys often support rather than resist participation of girls in "their" sports. In Post Falls, Idaho, several girls made the high school wrestling team and competed during the season. At the regional tournament girls were barred, so the boys on the team voted not to attend the tournament. The athletic department has decided to offer wrestling as a girls' sport next season.

Mary Ellen Garrity, a young woman from Pompton Lakes, New Jersey, who competed on a boys' fencing team and earned a full athletic scholarship to college, said:

> I've always just tried to do my best and whatever happens, happens. I don't get any special satisfaction from beating boys and that wasn't the reason I joined the boys' team. I just enjoy competing.

Two Year Colleges

The number of sports offered to women in two year colleges has more than tripled from 1973 to 1979, although the average number available to women in 1979 remained 42% lower than the average number for men. Over one quarter of all two year colleges in 1979 still offered no sports to women. The low participation rates of women in junior college sports might indicate that they aren't really interested in sports, but it also reflects this lack of opportunity (Chart B, page 49).

Four Year Colleges

Since the passage of Title IX, more college athletic departments recognize their responsibilities to female students and consequently athletic opportunities for women are increasing. The National Collegiate Athletic Association (NCAA) reported a 102% increase in participation by female athletes from 1972 to 1977 (Chart C, page 49). By 1980, females were 30% of all participants in intercollegiate athletic programs, compared to only 15% before Title IX.

In addition, data from the National Association of Collegiate Directors of Athletics show that the number of sports available to women has doubled from an average of 2.5 per college in 1974 to an average of 5 per college in 1979. This progress is tempered by the fact that although women are now almost one-third of college athletes, they receive only about one-sixth of college athletic budgets.

Athletic Budgets

Colleges and universities spend approximately $500 million annually on intercollegiate athletic programs. A clear indicator of progress toward equity for women athletes is the amount of money budgeted for their athletic programs. Before Title IX, for example, women gymnasts at the University of Minnesota were provided with used athletic tape from the men's team because of a limited budget. Now, although the number and size of scholarships available to women do not yet approximate those for men, budget differences are shrinking:

- In 1974, the average men's athletic budget was 22 times larger than the women's; in 1979 it was only five times larger.

- U.C.L.A.'s women's athletic budget in 1971 was $17,000. By 1978 it had jumped to $450,000.

- Women's athletics at Ohio State now has a budget of $700,000, a 600% percent increase since 1970.

- At the University of Minnesota the women's sports budget was increased from $7,366 in 1971 to $1.8 million for the next year.

- In 1974 the Big Ten university athletic budgets for women averaged $3,500 annually. By 1978, these budgets were between $250,000 and $750,000.

- The average athletic budget of a large university (Division I) is in excess of $2.8 million per year. Before Title IX, women's programs averaged 2% of such budgets, but in 1979 they were up to 16%.

- The Florida legislature in 1980 appropriated $2.8 million for women's athletics at nine state universities. This action may make Florida the first state to achieve system-wide compliance with Title IX athletics requirements.

These budget increases are supported by the fact that administrators are recognizing the revenue potential in women's sports, especially basketball. In Iowa, for example, with considerable money and publicity, girls' high school basketball games draw more spectators than boys'.

Judith Holland, director of women's athletics at the University of California at Los Angeles, in noting the small net income generated by her championship team, commented:

> Most new businesses don't look to create a profit until five to six years. We've come a long way in a very short time. Once you get them (spectators) out to a game for the first time, you get them hooked.

Scholarships

Colleges and universities award approximately $100 million each year in athletic scholarships. Traditionally, athletic scholarships have been a source of opportunity for economically disadvantaged men. Only since the advent of Title IX have economically disadvantaged women been provided similar opportunity for a college education.

According to Alice Butler, student at American University, Washington, D.C.:

> If I hadn't been able to play basketball, I would not be in college today. I come from a family of 13 children and we just couldn't afford college. Without this scholarship, I would be working during the day and going to night school right now. And without Title IX, there would be no scholarship. Title IX has made all the difference in the world to me.

The cross country and long distance track and field coach at the University of Arizona, David Murray, declared:

> There is no question that Title IX has given women the opportunity to compete on the collegiate level. Financial backing, primarily through scholarships, has brought very positive results.

TV Guide, in describing the "electrifying" rise of Nancy Lopez' golf career, stated:

> Nancy is a partial result of... Title IX... requiring universities expecting Federal aid to provide equal opportunity... Lopez was offered a golf scholarship by the University of Tulsa, something that wouldn't have existed without Title IX... (T)he money was a major break for Nancy, considering that (her father) couldn't dredge up enough to support a golfer in college.

Although large disparities still exist in the scholarship area, there has been notable growth in the availability of athletic scholarships to women. Seven years ago, 60 colleges offered athletic scholarships to women; now 500 do so--for sports ranging from basketball to volleyball. In 1973-74 females received approximately 1% of all scholarships awarded to athletes in institutions belonging to the two major athletic associations. Today in these institutions, women are 30% of the athletes and receive 22% of athletic scholarships.

The increased opportunity provided to women under Title IX has not been at the expense of men's intercollegiate athletic programs. The number of men's teams has not decreased. Furthermore,

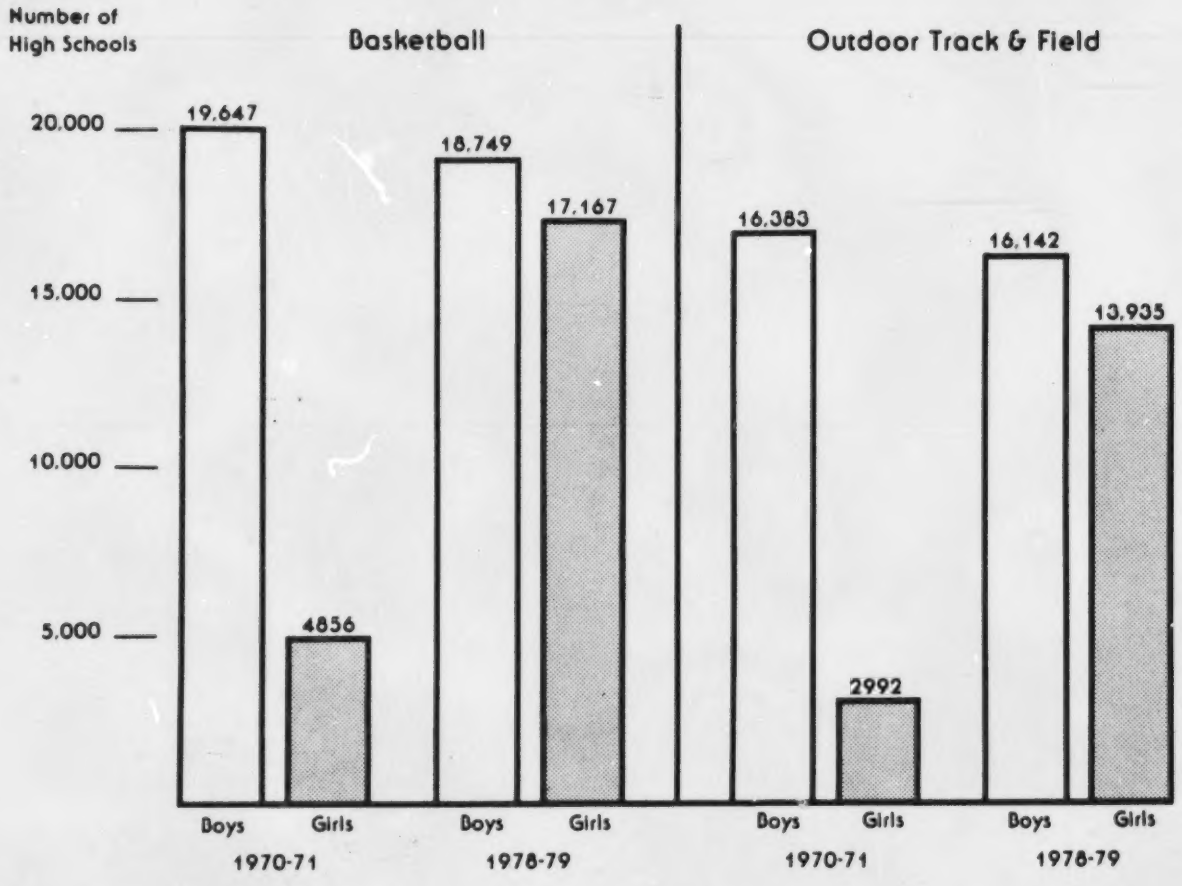
two-thirds of all budget increases for athletic programs have been allocated to men's programs.

The physical fitness reasons for women to participate in athletics are obvious. Increasingly, however, society is recognizing other values for women of having participated in team sports. These broader benefits are perhaps best summarized by Kathryn Clarenbach, a leader of several national women's organizations:

> Women who have had the regular experience of performing before others, of learning to win and lose, of cooperating in team efforts, will be far less fearful of running for office, better able to take public positions on issues in the face of public opposition. By working toward some balance in physical activity, we may begin to achieve a more wholesome, democratic balance in all phases of our lives.

CHART A

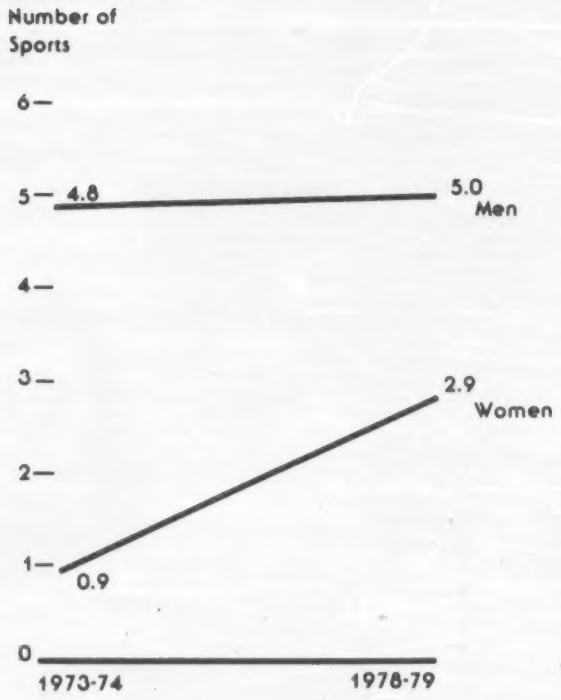
Number of High Schools Offering Interscholastic Basketball and Outdoor Track and Field to Boys and Girls, 1970-71 and 1978-79



Source: National Federation of State High School Associations, Sports Participation Survey, 1971 and 1979

CHART B

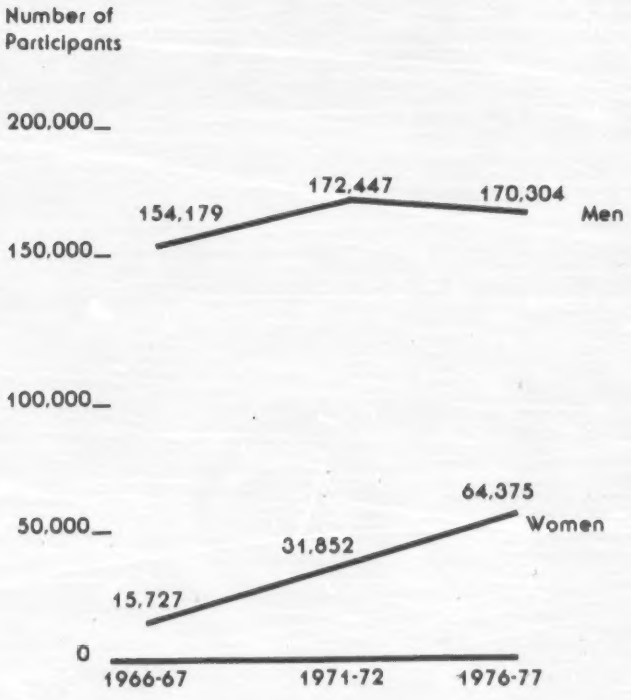
Average Number of Men's and Women's Intercollegiate Sports at Two-Year Colleges 1973-74 to 1978-79



Source: National Association of Collegiate Directors of Athletics, Directory of College Athletics, Men's Edition and Women's Edition, 1973-74, 1978-79 Source.

CHART C

Number of Men and Women Participating in Intercollegiate Athletics 1966-67 to 1976-77



Source. Comments of the National Collegiate Athletic Association on the Proposed Policy Interpretation of the Department of Health, Education, and Welfare Regarding Application of its Title IX Regulation to Intercollegiate Athletics, p. 11.

HOW DOES IT ALL ADD UP?

This review of nine years of Title IX experience reveals a mixed picture. The half full glass is reflected in changing statistics and in "before and after" anecdotes. Underlying the widespread thrust toward equity in education and broader horizons for girls and women are the economic facts of modern American life: women's greatly expanded role in supporting themselves and their families, their need for more and different education to prepare for new and more diversified jobs.

Improvements in Programs and Activities have benefited boys as well as girls by providing them opportunities to enter courses previously closed to them. Both staff and students are recognizing the value and pleasure of following individual choices rather than having options determined solely by sex. Extracurricular activities are open to both sexes on a much fairer basis.

Student Services--particularly counseling, financial aid, and health service--have been modified to meet Title IX requirements. Career counselors are learning to help students prepare for new roles in this changing world. Old patterns of discrimination against women seeking financial help for their education are being corrected. Health services, including insurance policies, are provided more fairly. Pregnant students and those with children may no longer be segregated or excluded from school.

Admissions to colleges and universities have changed significantly. Women are now a majority of undergraduate students. They are earning increasing proportions of degrees at every level, showing the most dramatic improvements in professional schools. Women have flocked especially to two year colleges, some of which are developing programs to meet the needs of mid-life women returning to college.

Employment of women in high level education positions has improved only slightly despite many complaints of discrimination in violation of Title IX. Women administrators, particularly superintendents, remain scarce, but the long decline in their proportions has been reversed. A number of states are making innovative efforts to recruit more women into administration.

In colleges and universities the proportion of women faculty members is increasing except at the full professor level. The handful of women college presidents has increased considerably, including greater numbers at the smaller coeducational institutions. In salaries and tenure, however, women continue to lag behind their male counterparts at every level.

Athletics is far from the sole focus of Title IX, but it is the area with the most visible and dramatic changes. Requirements for equality of opportunity have led to increased numbers of sports being offered to women in high school and in two and four year colleges, many more female athletes, and growing public attention to women's athletics. The vast differences between the budgets for men's and women's university athletic programs are shrinking. Athletic scholarships are helping women as well as men to obtain a college education. Improved facilities and programs for women have not diminished opportunities for men.

But the glass remains half empty, too, with much still to be done to fulfill the promise of Title IX. Title IX has been the foundation for countless successes in schools, colleges, and communities across the nation. It must continue if American girls and women are to reach truly equal opportunities in educational preparation for life.

A. Title IX Activities of National Organizations

Numerous national organizations concerned with education or related areas have made major commitments of time, money, and energy to help insure the success of Title IX. A few of the most notable and representative examples are summarized below.

The Resource Center on Sex Equity of the Council of Chief State School Officers assists State Education Agencies in promoting equity for young women and men. Last year, with co-sponsorship from the National Association of State Boards of Education, the Center conducted regional seminars on sex equity for state board members and high level state agency staff, and published Facing the Future, an analysis of the policy implications of the changing roles of women and men. A second publication, Policies for the Future, will summarize state laws, policies, and resources on sex equity in education. The Center publishes a newsletter, Concerns, and has developed numerous technical assistance products, directed national conferences, and assisted with state and local workshops on Title IX and other areas of sex equity. Recently, the Resource Center convened the National Task Force on Sex Equity to enhance state leadership on sex equity issues in education. The Task Force is composed of national and state representatives of the CCSSO and the NASBE as well as the Education Commission of the States, the National Conference of State Legislators, and the National Governors' Association.

The Project on the Status and Education of Women of the Association of American Colleges provides information concerning women on campus, and works with institutions, government agencies, and other associations and programs related to women in higher education. The Project publishes a free newsletter, On Campus With Women, and has also testified regarding Title IX and other legislation pertinent to women. The Project develops and distributes materials on issues and Federal policies affecting women's status as students and employees, including: a series of papers on minority women in higher education, a chart to explain the several Federal laws prohibiting sex bias in education, a comprehensive analysis of Title IX and discrimination against women in intercollegiate athletics, an analysis of Title IX's relationship to single sex programs and organizations, and a paper on sexual harassment of students. Materials also address other legal requirements, and issues concerning students, faculty, administrators, minority women, campus rape, and re-entry women.

The American Association of School Administrators formed Project AWARE, a national coalition to increase the number of women in top administrative positions in schools across the country. The Project, in tandem with six affiliated AWARE organizations throughout the country, is carrying out a variety of activities toward this end, including policy and management training, job placement services, certification guidance, and legal assistance.

The Education Fund of the League of Women Voters of the United States, in concert with five state Leagues of Women Voters, is conducting a major Title IX related project on monitoring sex equity in vocational education, In the five states, the project is assessing state compliance with the 1976 Vocational Education Amendments while examining at least two school districts in depth. Each state League has an individual project as well. Assistance is also provided to the state Leagues on administrative and legal remedies for compliance problems under Title IX and the Vocational Education Amendments which are encountered during the project. A number of other state and local Leagues have also conducted various Title IX monitoring and citizen education projects.

The Federal Education Project of the Lawyers' Committee for Civil Rights Under Law published a handbook for citizens and organizations to use in monitoring their states' compliance with the provisions of the Vocational Education Act which require affirmative steps to overcome sex discrimination and stereotyping in vocational education. The handbook includes a chapter on monitoring schools and programs for compliance with the Office for Civil Rights' 1979 guidelines on Title IX (as well as legislation prohibiting other types of discrimination) in vocational education. The Project has also conducted workshops for state and local education officials explaining the intent of the guidelines.

The Federation of Organizations for Professional Women is currently conducting a Health Equity Project to identify the issues regarding Title IX and health services for women. The project will develop manuals targeted specifically for colleges and for elementary and secondary schools to suggest options and strategies for constructive institutional response to identified issues.

The Project on Equal Education Rights (PEER) of the NOW Legal Defense and Education Fund developed Stalled at the Start, a report which documented neglect and mismanagement in handling of Title IX complaints by HEW's Office for Civil Rights during the first five years of the law's existence. The Project, with two other organizations and the backing of the National Coalition for Women and Girls in Education, then organized follow-up press action on continued foot-dragging on Title IX enforcement. PEER also published Cracking the Glass Slipper to educate community groups about Title IX and to help them check for progress in their local schools. In Michigan, PEER established an ongoing statewide project, which has organized, trained, and assisted 12 community coalitions to research sex equity issues in their local schools and begin working for changes. PEER has also trained and assisted community activists in several other states. The Project disseminates a number of other information pieces to educators and parents including: Peer Perspective - a free quarterly newsletter; Anyone's Guide to Filing a Title IX Complaint - who can file, when and where; and a "non-governmentese" summary of the Title IX regulation.

The Women's Rights Project of the Center for Law and Social Policy is conducting training sessions on Title IX for lawyers throughout the country. The sessions, which deal with the requirements of Title IX and the available remedies for sex discrimination in schools, will contribute to development of materials for use in law schools and for self-instruction use by individuals.

The National Student Educational Fund produced a handbook for college students to use in monitoring and improving their campuses' compliance with Title IX. The project also published newsletters to keep students informed of the most current legislative, judicial, and campus activity on Title IX, and conducted workshops across the country culminating in a two-day Title IX seminar cosponsored by the Commonwealth Association of Students in Pennsylvania.

The Educational and Legal Defense Fund of the Women's Equity Action League sponsors SPRINT, a national clearinghouse on issues, model programs and projects, and the changing status of women and girls in physical education and sports.

The American Personnel and Guidance Association conducted a project on Sex Equality in Guidance Opportunities, through which teachers were trained in every state to be aware of the many indications of sex bias and to help counselors and educators reverse the effects of sex stereotyping on young children and high school youth.

B. Title IX Regulation

- Sec. 106.3 -- Remedial and affirmative action and self evaluation.

  This part requires that by July 1976 each institution receiving Federal funds (recipient) should have evaluated its current policies and practices and their effects for discrimination on the basis of sex. Policies and practices that did not meet the Title IX requirements should have been modified and a description of steps then taken should have been maintained by the institution for at least three years. This part also allows but does not require a recipient to take affirmative steps to overcome the effects of conditions which limited participation by persons of one sex or the other.

- Sec. 106.8 -- Designation of responsible employee and adoption of grievance procedures.

  Each recipient must designate at least one employee to coordinate Title IX efforts and activities, including investigation of complaints. The recipient must also adopt and publish grievance procedures to provide for prompt and equitable resolution of complaints.

- Sec. 106.9 -- Dissemination of policy.

  Each recipient must take specific and continuing steps to notify applicants for admission and employment, students and parents of elementary and secondary school students, employees, sources of referral of applicants for admission and employment, and all unions or professional organizations holding collective bargaining or professional agreements with the recipient, that it does not discriminate on the basis of sex. This information should have been made three months after these regulations became applicable to the recipient and should have appeared in local newspapers, newspapers or other media operated by the recipient, and in other communications distributed to students and employees.

  Also, a statement of policy must be included in all written materials made available by the recipient to students and employees. Publications that suggest by either text or illustration that one sex is treated differently on the basis of sex (with a few exceptions) are prohibited. This prohibition does not cover texts or curricular materials.

- Sec. 106.21 -- Admission.

  No person shall be denied admission or be subjected to discrimination in admission to covered institutions on the basis of sex. Specific prohibitions in this section include use of numerical limitations and biased tests which favor one sex or the other. This part also prohibits admission policies that discriminate on the basis of marital or parental status. (Private undergraduate institutions, public single sex institutions, and elementary and secondary schools may restrict admissions on the basis of sex. Those students who are admitted to such schools, however, may not be treated differently on the basis of sex.)

- Sec. 106.23 -- Recruitment.

  A recipient may not discriminate on the basis of sex in recruiting and admitting students.

- Sec. 106.31 -- Education programs and activities.

  A recipient may not exclude or deny benefits, on the basis of sex, to persons in any academic, extracurricular, research, occupational training, or any other program which receives Federal assistance. Specific examples of this prohibition are contained in this part of the regulation.

- Sec. 106.32 -- Housing.

  A recipient may not, on the basis of sex, apply different rules, regulations, or impose different fees or requirements in practices and policies relating to housing. Housing, when provided to students of one sex, must be comparable to that which is provided to students of the other sex.

- Sec. 106.33 -- Comparable facilities.

  Facilities such as locker rooms and showers provided for students of one sex must be comparable to facilities provided for students of the other sex.

- Sec. 106.34 -- Access to course offerings.

  A recipient may not provide courses or other educational activities separately on the basis of sex, including health, physical education, industrial, business, vocational, technical, home economics, music (with certain exceptions), and adult education courses. This section does not prohibit separation of students by sex in classes or activities involving wrestling, boxing, rugby, ice hockey, football, basketball, or other sports which involve bodily contact. Sex education courses also may be conducted separately.

- Sec. 106.35 -- Access to schools operated by local educational agencies.

  A recipient which is a local education agency may not exclude, on the basis of sex, any person from admission to a vocational education institution or any other school or unit operated by the recipient.

- Sec. 106.36 -- Counseling and use of appraisal and counseling materials.

  A recipient may not use appraisal and counseling materials or methods that discriminate on the basis of sex. A recipient is required to develop procedures to assure that materials are sex fair. In addition, recipients are required to take steps to assure that any disproportion in the numbers of males and females in classes is not due to discrimination on the basis of sex in counseling materials or practices.

- Sec.106.37 -- Financial assistance.

  Financial assistance to students may not be awarded on the basis of sex, with certain exceptions which are detailed in this section.

- Sec. 106.38 -- Employment assistance.

  A recipient may not discriminate on the basis of sex in making employment available to its students.

- Sec. 106.39 -- Health and insurance benefits and services.

  A recipient may not discriminate on the basis of sex in providing health and insurance benefits and services.

- Sec. 106.40 -- Marital or parental status.

  A recipient may not apply rules relating to parental, family, or marital status which treat students differently on the basis of sex. Pregnancy is to be treated as any other temporary disability.

- Sec. 106.41 -- Athletics.

  No person, on the basis of sex, may be excluded from participation in, be denied benefits of, or be discriminated against in any interscholastic, intercollegiate, club, or intramural athletics. In 1979, the Department of Health, Education, and Welfare issued a policy interpretation which provides specific guidance and a statement of institutional responsibilities as they apply to intercollegiate, club, and intramural athletic programs.

- Sec. 106.51-106.60 -- Employment.

  Discrimination on the basis of sex is prohibited in employment as well as employee recruitment and selection. The provisions apply to advertising, upgrading, promotion, tenure, lay off, termination, rates of pay, job classification, collective bargaining, leave, fringe benefits, financial support for training, pre-employment inquiries, marital or parental status, and employer sponsored activities.

C. Laws On Sex Discrimination in Education and Employment

Equal Pay Act of 1963

This act, an amendment to the Fair Labor Standards Act, prohibits discrimination in salaries and fringe benefits on the basis of sex. It applies to most workers in both the public and private sectors including schools and colleges. It was amended by Title IX in 1972 to include executive, professional, and administrative employees.

Titles IV and VII of the Civil Rights Act of 1964

As a result of amendments in Title IX, Title IV of this act now authorizes funding to support state education agencies, local school boards, regional assistance centers, and training institutes that provide free assistance to elementary and secondary schools on problems related to sex desegregation (in addition to activities regarding race and national origin which were included in the orginal Civil Rights Act).

Title VII prohibits discrimination against employees on the basis of sex, as well as on race, color, religion, and national origin. It covers employers of 15 or more employees, employment agencies, labor organizations with 15 or more members, and labor-management apprenticeship programs. Educational institutions have been covered since 1972 with the passage of the Equal Employment Opportunity Act of 1972.

Executive Orders 11246 (1965) and 11375 (1967)

Executive Order 11246, as amended by Executive Order 11375, applies to institutions and firms with Federal contracts of $10,000 or more. It prohibits discrimination against any employee or applicant, on the basis of sex, race, color, religion, or national origin; and requires that affirmative action be taken to ensure nondiscriminatory treatment.

Title VII and Title VIII of the Public Health Service Act as amended in 1971

This act, as a result of amendments in the Comprehensive Health Manpower Act and the Nurse Training Amendments Act of 1971, prohibits all institutions receiving Federal funds for training of health professionals from discriminating against students in admissions and against some employees on the basis of sex.

Title IX of Education Amendments of 1972

Title IX prohibits discrimination against students and employees on the basis of sex in virtually all programs and activities of education agencies and institutions receiving federal financial assistance (See Appendix B for more details).

Women's Educational Equity Act of 1974, and of 1978

This act authorizes funding at all levels of education for model educational programs of national, statewide, or general significance to overcome sex stereotyping and achieve educational equity for girls and women. It also established the National Advisory Council on Women's Educational Programs to advise the Commissioner (now Secretary) of Education regarding this program and to make recommendations to Federal officials on the improvement of educational equity for women in all Federal policies and programs. As a result of the 1978 reauthorization of the Act, programs to provide financial assistance to individual

education agencies and institutions for programs of local significance to meet the requirement of Title IX of the Education Amendments of 1972 are allowed when funding of the Act reaches a specific level.

Title II of Education Amendments of 1976

Title II requires that states receiving Federal vocational education funds develop and carry out activities and programs to eliminate sex bias, stereotyping and discrimination in vocational education, including homemaking programs, and to assure equal access to such programs for both women and men. It requires states to hire full time staff to plan and implement such programs and activities. It also permits use of Federal funds for programs for displaced homemakers, single heads of household, homemakers and part time workers seeking full time jobs, and persons seeking jobs in areas nontraditional for their sex.

Career Incentive Education Act of 1977

Section 3 of this act requires that assistance be provided to educational agencies and institutions in eliminating sex bias and stereotyping in career education programs and promoting equal opportunity in students' career choices.

Comprehensive Employment and Training Act of 1978

This 1978 reauthorization of the act prohibits sex discrimination with respect to participation or employment in connection with any activity funded under this law, and requires specific services be planned for displaced homemakers, single parents, and women, as well as for other groups which have particular difficulties in obtaining employment.

Pregnancy Discrimination Act of 1978

This act, which amended Title VII of the Civil Rights Act of 1964, prohibits discrimination in employment on the basis of pregnancy, childbirth, and related medical conditions.

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The Council also gratefully acknowledges the generous sharing of various published and unpublished data and real life examples by the following: U.S. Education Department's National Center for Education Statistics, Office for Civil Rights, and Office of Vocational and Adult Education, U.S. Department of Labor's Women's Bureau, Equal Employment Opportunity Commission, American Council on Education's Office of Women in Higher Education, Association of American Colleges' Project on the Status and Education of Women, Council of Chief State School Officers' Resource Center on Sex Equity, American Association of School Administrators' Project AWARE, NOW Legal Defense and Education Fund's Project on Equal Education Rights, WEAL Educational and Legal Defense Fund's SPRINT Project, Women's Educational Equity Act Program's Project Directors, members of the National Coalition for Women and Girls in Education and the National Coalition for Sex Equity in Education, various state Vocational Education Sex Equity Coordinators, and any others whose kind assistance may have been inadvertently omitted from this list.

The Council especially thanks the following for photographs used in this report: the Association for Intercollegiate Athletics for Women (bottom of page 50), the Nebraska Historical Society (top of page 50), the Future Farmers of America (top of page 4 and bottom of page 18), and the U.S. Education Department (all other photographs).

E. NACWEP Publications

If you would like to receive any of the Council's publications, please print your name and address on the back of this page and check the appropriate spaces. Send this form to the National Advisory Council on Women's Educational Programs, 1832 M Street, N.W., Suite 821, Washington, D.C. 20036.

If you wish to receive any of the asterisked reports (which are no longer available free of charge from the Council), you may purchase them from the Government Printing Office (GPO) or through the Educational Resource Information Center (ERIC).

_____ 1980 Annual Report: Women's Education: The Challenge of the 80's

_____ Increasing Sex Equity: The Impact of 1976 Vocational Education Amendments on Sex Equity in Vocational Education

_____ Seven Years Later: Women's Studies Programs in 1976

_____ Sexual Harassment: A Report on the Sexual Harassment of Students

_____ Title IX: The Half Full, Half Empty Glass

_____ What's WEEA?

_____ Working Women Speak: Education, Training, Counseling Needs

* 1979 Annual Report - Equity for the Eighties (GPO: 017-080-02081-5)

* 1978 Annual Report - Educational Equity: The Continuing Challenge (ERIC: ED 182 503)

* The Educational Needs of Rural Women and Girls (ERIC: ED 136 997)

* Neglected Women: The Educational Needs of Displaced Homemakers, Single Mothers, and Older Women (ERIC: ED 163 138)

* Sex Discrimination in Guidance and Counseling (ERIC: ED 163 137)

* The Unenforced Law: Title IX Activities by Federal Agencies Other than HEW (GPO: 017-080-01840-3)

* Women's Participation in Management and Policy Development in the Education Division (ERIC: ED 146 696)

* Efforts Toward Sex Fairness in the Use of Education Division Funds (ERIC: ED 146 697)

* Problems in Assessing the Impact of Education Division Programs on Girls and Women (ERIC: ED 150 530)

* Sex Bias: Education Legislation and Regulations (ERIC: ED 153 332)

* Sex Fairness in Education Division Communications, Products and Disseminations Strategies (ERIC: ED 154 320)

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